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THESIS

SINGLE PARENTS IN THE MILITARY

by

Maradee W. Rider

June 1980

Thesis Advisor: R. T. Harris

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Single Parents in the Military

by

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Lieutenant, United States Navy
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Submitted in partial fulfillment of the
requirements for the degree of

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from the

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June 1980

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ABSTRACT

There are changing values, roles, and attitudes in today's family structures. The traditional family model of the working husband and the dependent wife is giving way to the non-traditional family models. One of the emerging non-traditional family models is that of the single parent family. The purpose of this thesis is to examine the single parent family. Included is a brief background concerning the various causes of single parenthood. The general responsibilities and needs of the single parent are covered, along with the unique responsibilities of the military single parent. The final areas looked at are the various policies concerning the single parent and how they can effect force manning and readiness. It is found that the single parents' greatest problem revolves around the issue of child care for working hours and periods away from home. It is concluded that if the single parent family can be assisted with the responsibilities to the family, the service member can devote more energy to the mission of the military.

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I. INTRODUCTION

> In 1976 a male navy petty officer stationed at Norfolk, Virginia, gained exclusive custody of his two school-age sons after a lengthy court process. His former wife had attempted to prove that a military career would limit the father's capability for being an effective parent. But in this case, the judge was persuaded more by the greater demonstrated interest in the children by the father than by the "tender years" doctrine which usually results in custody being granted to the mother. [Hunter, 1978]

A. BACKGROUND

Changing values, roles, and attitudes are creating new family structures in society and in the military. The "all-volunteer force" concept and the increased utilization of women within the services add new dimensions to these new structures, particularly the single parent family. An emerging, central question for this thesis is: How should the United States Navy cope with these new family structures? The answer may have significant implications upon the future operational readiness of the U.S. Naval commands.

Traditionally, the military family consisted of an active duty husband with dependent wife and children. Furthermore, the family was expected to adjust routinely to the changes associated with military transfers and new assignments. If the husband left to complete another assignment at sea or in the field, the wife assumed the father's household and child-rearing responsibilities. To assist the family during such separations, support activities (wives' clubs, chapels,

hospitals, family services, commissaries, exchanges, and recreation services) were available. Consequently, the military member had few worries about the care of his family.

Increasing evidence indicates that a different family model, the single parent family, is emerging within the military. In the "single parent family" the active duty member, male or female, is the lone parent and provider for dependent children. If the parent leaves for any reason, no "dependent" spouse is left at home to supervise the household and children. Furthermore, if unexpectedly required to be away from the home (or even to work late), the parent would be expected to worry about the children unless prior preparations had been made to deal with such contingencies. Given that support systems are geared to handle the traditional model (i.e., a male service member with the dependent wife and children), most base support activities are neither structured nor prepared to respond to the non-traditional needs of the single parent family.

Consider a petty officer who is the father of a four year old girl. If the father has to go to sea for, say, three weeks he may have to leave the child with a civilian neighbor. During this period the child would not be able to use the commissary or the exchange. The child must be accompanied by an authorized patron, which the neighbor is not. Medical care would also be a problem. The child could be admitted to a medical facility on her identification card (if she has

one) but no treatment could be given unless there was written permission from the father. The neighbor would need to have legal power of attorney for the child in order to give permission for needed treatment. Nor could recreation facilities be used. Once again, the neighbor is not an authorized patron and the child would be too young to be allowed to enter unaccompanied. The military is not ready to deal with the dependent child left alone while the parent performs his or her military duties.

B. OBJECTIVE OF THIS PAPER

The objective of this paper will be to examine the single parent family--the responsibilities surrounding that family and how these responsibilities relate to and impact upon the Navy and force readiness. Basically, the focus is on answering the question: How might the single parent family model affect mission accomplishment of the U.S. Navy? In order to understand the single parent family it is necessary to have an understanding of some causes of the change in the family structures that are producing more single parents. The following sections in this chapter will examine the causes for the change in family structure. Also the questions of: who are the single parents and why the military should worry about single parent families will be discussed. The second chapter will examine the general responsibilities and needs of the single parent. The unique responsibilities and concerns of the single parent in the military services will be

discussed in chapter three. The military is aware that single parents exist in today's service and have policies covering these service members. Chapter four describes these policies and compares those of each of the services. The fifth chapter will look at the likely affects of greater utilization of women and the impact of different family models on force readiness. The final chapter offers recommendations for the Navy to assist the single parent in carrying out responsibilities to the family and to the military.

C. CAUSES FOR CHANGING FAMILY STRUCTURES

The change of family structures among military families are based on two kinds of factors: (1) societal and (2) military. The societal factors include declining birth rates, increasing divorce rates, increasing numbers of children living with the father only, and the increased number of single women having children. Included within the military factors are the all-volunteer force (a more limited population), the change in policy that involves seagoing and combat assignments of women, and the greater utilization of women within the work force of the military.

1. Societal Factors

a. Declining Birth Rate

The declining birth rate can be linked to the availability of birth control devices. The couple or the individual can now be more selective as to the point in

time they wish to have children or if in fact they want them at all. At one time children were considered as a asset to be used as workers for the family farms or in the family business. In today's society this is no longer true. Fewer children per household is largely a reflection of the increased use of effective birth control methods.

b. Increased Divorce Rate

The increase of divorces in the United States will increase the number of single parents, both male and female. In 1910 there were 83,000 divorces while in 1978 it increased to 1,122,000 divorces. In the past several years there has been a steady increase in the divorce rate per thousand of the population. In 1910 there were 9 per 1,000, in 1960 there were 22 per 1,000 and in 1978 there were 51 per 1,000. [Lerner, 1979]

c. Increased Numbers of Children Living with the Father

An increased tendency of the courts to award the custody of the children to the father in a divorce case may have an impact on the military. Until recent years few fathers would go after custody of their children because they felt they could not get such custody unless they could prove that the mother was unfit to care for the children. One of the significant changes in divorce laws is that of the no-fault divorce arrangement, which allows the parents to decide who should have custody of the children. If the

decision cannot be reached amicably, the case will go to the court for the judgment as to who will receive custody of the children. There are thirty-five states that have no-fault divorce laws. [Hunter, 1979] States included are Virginia and California which have major military installations. Because of these laws it, for the most part, is up to the parents as to who will get custody of the children. As times have changed and with the womens' movement, there are more women who want careers outside the home and who will give up their children to enable them to reach their goals. This will increase the number of children living with only the father. In 1968 there were 776,787 children living with only their father. In 1978 that number had increased to 948,090 children. [Lerner, 1979]

The change in divorce laws increases the possibilities that the father will be awarded the custody of the children. Further, even in cases where the father does not request it, custody could be awarded to the father if in the courts judgment it is the best arrangement for the child. Due to desertion, alcoholism, mental illness or other conditions of the mother, many fathers become single parents by allocation, not request. [Hunter, 1978]

d. Increased Number of Single Women Having Children

The final societal factor is the increase in the number of single women who are having children. Looking at 1959 there were 141,600 births to single women compared

to 515,700 births in 1978. [Lerner, 1979] Today's society will accept an unmarried mother keeping and raising her child. With the increase and acceptance of unmarried mothers in general society, it can be assumed that with more women coming into the military there will also be an increase in the number of unmarried mothers in the military in proportion to the general society.

2. Military Factors

a. The Emergence of the All-Volunteer Force

The first of the military factors is that of the all-volunteer force. The decision to abandon the draft was made in the face of a declining birth rate, which gives the military a more limited population of 18 year olds from which to recruit the all-volunteer force. The available number of 18 year olds will continue to decrease after 1980. As the year 1985 is reached the number of eighteen year olds will be down by one-third million from 1980 and by 1992 it will be down by one-half million more. [Hunter, 1978] With this decrease in the number of eighteen year olds that the military has to recruit, the military must be concerned with both those individuals that are available to enter the service (recruitment) and those that are presently in the service (retention).

b. The Increase Number of Women and the Emergence of Sea Duty and Combatant Assignments

The all-volunteer force concept combined with the declining number of eighteen year olds has increased

the number of women entering the military. There were 32,000 women in the military as of 1960. In 1978 that number had increased to 134,000. [Lerner, 1979] As the number of women in the military has increased there have also been changes in the assignments that women could be given. In today's military, women are available for many of the same jobs that male service members fill. This now includes sea duty for the Navy women. With the increased number of women and the utilization of these women on the job, a change in the make-up of military commands will be evident as more women hold down jobs that formerly would have been given only to a man.

The military faces, first of all, a smaller population of eighteen year old youth from which to recruit volunteers. Within that smaller population the military is dealing with people whose family structures and norms have undergone significant shifts. The percentages of divorces and single-parent status have markedly increased. Single parenthood, then, is a factor with which the military must deal if it is to incorporate today's human resources.

D. WHO ARE THE SINGLE PARENTS?

Who are the single parents and how did they become single parents? There are three main routes to becoming a single parent: marital separation, widowhood, and parenthood without marriage. A fourth route, though less often

taken, is adoption. One other group could be labeled as "temporary" single parents--the married parents whose spouses are away in the armed services.

The route that most frequently results in becoming a single parent is that of separation and divorce. Almost 70 percent of single parent families are created by separation of the parents. The death of the partner (widowhood) ranks next at 14 percent. Ten percent of single parents have never been married to the child's other parent. Another 6 percent define themselves as temporarily alone. This group would include service members. The final 1 percent would include any other routes to single parenthood. [Weiss, 1979]

The paths that are followed to becomine a single parent have many problems and concerns that effect the family and the work situation. In the case of a divorced parent there can be a feeling of being alone and having to admit to failure in a marriage. This could effect the way that single parents work with and relate to others on the job. In the case of a single parent who has bitter feelings toward the ex-spouse, this could affect how they interact with others of the opposite sex with whom they work. This could result in an inability to trust or work collaboratively with co-workers. [Weiss, 1979]

The feelings of the widowed parent are typically different. Usually when the marriage is remembered, it is remembered as being a very happy time. Past problems are pushed to the

back of the mind and there are usually no unhappy memories or feelings. There should be very little change in working relationships on the job. The widowed individual will get the support of the community for a time following the loss. This is true both at home and on the job. Fellow workers will more than likely assist the widow or widower in any way they can to make the loss easier with which to live.

Separated and widowed parents become single parents through "loss" of a spouse while the unmarried woman becomes a single parent through the birth of a child. The unmarried woman may have feelings of guilt and shame for having children outside of marriage. During pregnancy some critical decisions must be made about the child and the mother's future. The woman is under pressure of time. Should the pregnancy be ended or completed? Should she keep the baby or give it up for adoption? These dilemmas may be difficult for the unmarried woman and these problems could be carried over to the job situation. The unmarried woman could be under pressure and stress to make these decisions. Because of these decisions her mind could wander while she is working. She could miss days of work because she could not cope facing others. In all cases there will be some carry over from the home life to the work situation.

The employer is on the other side of the fence. The employer must work with the single parent to get the job done. The single parent may need time away from the job to

establish child care arrangements for children. The male single parent may be on the phone more than before to make sure things are running smoothly with his children. Child care may be an area that is not familiar to the father so time will be needed to see that arrangements do work. The female single parent may need time to take care of family finances if they had been handled by the ex-husband. The widowed single parent may need help to put his or her life in order so that he or she can go on with the job. There will be time spent on the phone or away from the job clearing up family and legal matters. The unmarried single parent could be taking more time off the job during her pregnancy and have her mind on decisions facing her and be neglecting her work. The employer must work with these single parents to get the job done in the best possible manner, given these competing demands.

E. WHY SHOULD THE MILITARY WORRY?

Why should the military worry about the single parent? Given an all-volunteer force policy, the military must compete in the labor market for personnel to fulfill its man power requirements. Currently, the Navy is short about 20,000 petty officers as well as 2,000 officers; the Army is short 12,000 non-commissioned officers and the Air Force is down by about 3,000 non-commissioned officers and 2,000 officers [Kane, 1980]. This comes to a total of approximately

39,000 people that the military is short. With this shortage, the military does not also need to face the possibility of losing members who are single parents.

At the present there are approximately 14,252 single parents in the Navy [Hazard, 1980], 18,200 single parents in the Army [Cochran, 1979], and 6202 single parents in the Air Force [Massey, 1978]. This amounts to a total of 38,654 single parents. These individuals need to be more closely examined to take into account their personal needs in efforts aimed at retaining them. The Air Force has thought about the single parent as stated in the following article from the Air Force Times:

> On the one hand, it's to the AF's advantage to show "heart" not just for humanitarian reasons, but from the practical standpoint that a member works better without family worries. On the other hand, there is point at which the price of compassion for one individual must be paid by others. Pulling a single parent off remote orders, for example, does not mean the slot goes vacant, only that someone else draws it--out of turn and possible short notice.
>
> The single parent in an outfit which makes frequent rotations is another serious matter. Can he or she simply be excused from the movements, and, if so, what about a real war? Should the AF set up a baby-sitting system and, if so, what are the legal ramifications when, for example, someone has to give consent for immediate emergency surgery. Remote possibilities? Maybe. But these are the types of questions which assignment people have to consider now and may have to face in the future personnel mix. [Air Force Times, 1977]

This statement points out some of the problem areas that have come to the surface when thinking about the single parent. If their needs are not met these skilled individuals will be leaving the military for jobs that better fit

their needs as a single parent. The military will then be required to recruit and train new individuals to take the places of the individuals that have chosen to leave [Hunter and Nice, 1978]. Given the figures that show the current "short" military manning levels, it may make sense to focus increased effort upon the individual that the military already has within its ranks, even if he or she is a single parent. The responsibilities and needs of the single parent may be some what different from those of the two-parent family. The next chapter will examine the responsibilities and needs of the single parent in general.

II. GENERAL RESPONSIBILITIES AND NEEDS OF THE SINGLE PARENT

As a parent, many demands are placed upon the individual. In the traditional family, usually two adults are in the household to care for the children and to manage and maintain the household. In the single parent family, this is not the case. The single parent is solely responsible for all aspects of family life. These responsibilities affect the family in different ways, depending upon how single parenthood came about: separation and divorce, widowhood, or unmarried. Many aspects of the single parent's life revolve around needs for emotional support and social life and around available child care. This chapter will examine in greater detail the various responsibilities and needs of the single parent in general. In talking about the management of the household the emphasis will be on the working single parent as opposed to non-working parents.

A. MANAGING THE HOME

Managing the household for a two parent family versus a single parent is very different. Many jobs must be performed for the household to run smoothly. The jobs may be as varied as taking out the garbage to bringing home the money for the family on which to live. The jobs can be divided into three different areas: housekeeping, finances, and child-rearing. The way these jobs are handled by the single parent may differ

depending on how one became a single parent. As stated previously, separation and divorce are the most prevalent routes for single parenthood. The second most typical route is widowhood. Least likely is unmarried motherhood. The jobs required to manage the home and how they are handled will be examined for each of the cases.

Regardless of the case, housekeeping relates to those jobs that must be done to maintain home and house: hardware purchases, home repairs, painting, plumbing, and everything else that must be done to keep the home in top running order. Cleaning, shopping, cooking, etc., are additional activities that would be repeated several times a week.

1. Separated or Divorced Parents

In the separated or divorced single parent family, the jobs related to housekeeping are the same as in any other household. The one big difference is that only one adult does all the jobs related to housekeeping. The working single mother may be in a better position than the working single father. During marriage the care of the home may have fallen mainly to the woman; so she must only assume the jobs handled by her ex-husband. On the other hand, the single father may have never had to clean the house completely or to find child care. To him these new areas must be handled as well as he can. The one way for either of these single parents to handle such situations would be to hire help, which is probably the route most often taken by the single parents

with adequate income. This is especially prevalent for the single parent fathers, many of whom consider a full-time housekeeper essential. If the single parent does not have adequate income to hire someone, they will learn to do those tasks that had been done by their ex-spouse. In the divorced or separated household, the other parent could be called for assistance with home repairs or with the care of the children. Also in some cases, older children would be expected to help with household jobs.

In the area of finances, the divorced parent's situation differs depending upon whether or not they work. If the single parent hadn't worked outside the home before the marriage broke up, he or she may have to depend upon their ex-spouse for financial support. This level of support may vary considerably, but the single parent is always faced with the challenge of making ends meet with the amount that has been given. Consider a divorce in which the wife retains the home. Assume that the mortgage payments, taxes, heating, and electricity are $650 per month, and that the husband does send money every month for the support of the children and the household. He is very generous and sends 50 percent of his income. If his income was around $1500 per month, $750 would be coming into the household. Deducting the $650 needed for the housing costs, leaves $100 a month for every thing else [Weiss, 1979]. This includes food, clothing, and transportation. If the wife doesn't work outside the

home to earn extra income, the family would be pressed to make ends meet. Another thought that may be in the back of the mother's mind in this situation could be the question, "If my ex-husband remarries how much longer can I expect to receive payments to help support the children?" The mother would be left with the same responsibilities but with less income to meet them. For these reasons the mother would have to become a working single parent.

If the woman is working outside the home at the time of divorce, the situation is improved. Less money will be coming in if the husband worked also, but she won't find herself completely dependent on her ex-husband for support. She may have to look at the life style to which the family has become accustomed and modify it to fit the income she now has to spend. The mother may want to improve the financial situation by looking for employment that offers her a higher income and better benefits to cover her family.

Traditionally, the husband works outside of the home and the wife stays home to care for the home and children, but exceptions are becoming more frequent as in the case of a young man who stayed home to care for his one-year-old son while his wife worked outside the home [Klein, 1973]. In this case, the man would be the non-working parent and would be dependent upon the woman for support following divorce. He would find himself in much the same situation as a non-working wife. He, too, must become a working single parent in order to make ends meet.

Consequently, the male single parent finds himself in much the same situation as the working female single parent. The income is less, but the same bills must be covered. The father must take a look at his overall situation and decide where, if needed, the family can cut corners to live on only his income. The dilemma is that where once two parents were available to care for the home and the children, the single parent now must provide it all alone.

Finally, many responsibilities are associated with the caring of children: listening to problems, disciplining when needed, establishing rules for behavior, settling quarrels, getting them to activities, getting them to dentist and doctors appointments. Time during evening hours and week-ends will be spent assisting children with projects in which they are involved. Anything to do with the rearing of children would fit into this area, and would be essentially the same in any household. However, in the divorced household only one parent handles all the responsibilities for the children. Furthermore, consideration must be given to the other parent. Usually, visitation rights are awarded by the court to the non-custodial parent. These rights must be taken into account when making some plans. The non-custodial parent could be called upon to help in meeting some of the commitments outside the home. (Activities such as getting children to appointments, father-son activities at school, mother-daughter functions are only a few areas

in which they could be called upon to help.) The non-custodial parent may still be called to assist with the children if needed.

Managing the children in a single parent household is very different from that of a two-parent family. An opportunity exists for the parent to become closer to the children. The children must compete with no other adult for attention. Furthermore, children become more involved in major decisions like: what to have for dinner, where to go on vacation, what they want to do on weekends, and so on. The children are expected to assist with jobs around the house and with decisions about the family. Older children may be expected to assist with the care of younger children. An older son or daughter may become a companion or "buddy" to the single parent. Because children are expected to carry out some of the jobs that before fell to one of the adults, they may have some of the same rights accorded to them within the family as those of an adult. These rights could include being able to remain out later at night or stay up to watch a special program on television without asking the parent and so on.

2. Widowed Parent

Managing and maintaining the household is basically the same for the widowed parent as for the separated or divorced parent. The main differences are in the lack of availability of the other parent for help with the children

and assistance with financial concerns. In this family no other parent can be called upon to assist with the home repairs or the care of the children. The widowed parent must depend upon himself or herself and the children or others outside of the family for assistance.

The widowed parent does not generally face the drop in income that a divorced parent might. However, the financial situation still varies if the deceased spouse was working or not working. For the traditional family (working husband, non-working wife) if the husband had worked at a low paying job, his widow would receive Social Security payments which should nearly equal the amount of money that the husband had been earning. For higher paying jobs, Social Security payments would not replace the income. However, in such cases, the widow could be also receiving income from insurance. In the non-traditional case of the working wife and the husband who stays home, the widower would receive the same payments as a widow.

In the case of a surviving spouse of a two worker family, the only drop would be the difference between the Social Security payments and the income that the deceased spouse had earned. This difference could also be made up with insurance payments.

The responsibilities in the area of child-rearing are very much the same for the widowed parent as for the separated parent. The difference once again comes from the

absence of the other parent. In this family, the other parent can not be called upon to help bring up the children. The widowed parent makes all decisions and handles all problems without the help of the other parent.

3. Unmarried Mother

Managing the home of the unmarried mother is very different from either the divorced or widowed parent. Of the single mothers, 48.4 percent are under the age of 19, while another 32.7 percent are between 19 and 24 years of age [Lerner, 1979]. These mothers would just be setting up their household or could be remaining at home with their own parents. In the latter case, the mothers would not have to deal with the problems of running a home. The child's father may or may not be around to help with setting up a home or with caring for the child. The mother is pretty much on her own except for the help that she may receive from her own parents. Once she is established, however, the routine should follow that of the widowed parent.

Compared to the divorced or widowed, the unmarried mother may be in the worst possible position financially. She may not receive money from the father of the child or any type of insurance payments. The mother either works to support herself and the child or accepts some type of welfare payments.

In the area of child rearing the mother is once again on her own. She may or may not have the father to

call upon for assistance. In the case of the 15 to 19 year old single mother, her parents may be called upon to help with the child either through advice or child care help while the mother works.

4. The Traditional Versus the Non-Traditional Family

In the traditional two parent family the management of the home and caring for the children is shared. The husband is responsible for bringing home the paycheck and helping with child care, but leaves most of the home care to the wife. Increasingly, wives are assisting in the area of bringing home income by having jobs outside the home. Also, husbands are assuming increased responsibility with home maintenance.

Tasks related to parenthood could be viewed as two full-time jobs that need to be done. In two parent families, these tasks are shared and, thus, more easily handled, but problems arise with a single parent. Only one adult is available to complete all tasks that need to be done and to assume all responsibilities that are included. The single parent must make decisions about what is done today and what can be put off until tomorrow. The single parent may look for outside help to complete the many jobs that need to be done: child care, home repairs and maintenance, housekeeping, car repairs, etc.

B. PSYCHOLOGICAL NEEDS OF THE SINGLE PARENT

Single parents have special needs for outside ties with other adults. In the home environment, there is generally no other adult to relate with the single parent. During the day, working single parents focus their energy toward their jobs. Once home, the working parent centers everything around the children and the home life. The single parent needs emotional support and a social life apart from the home and job. The next sections will look at these two areas in greater detail.

1. Emotional Support

One major difference between the two parent family and the single parent family is the emotional support provided by the second parent, a companion with whom things are shared. The evening hours in the single parent home can be hectic; in the two parent family, two adults are around to manage the children and the household. Once the children are in bed a great difference still exists. The single parent is, once again, alone to deal with problems; in the two parent family, someone else is present for companionship, reassurance, and mutual support.

The divorced parent needs someone to talk with and to help deal with the feelings of loneliness and the possible feelings of failure for not making the marriage succeed. Further, guilt may stem from the thought that "I am responsible for removing my child's other parent." A single

father needs to discuss arranging children activities with individuals who have knowledge in that area. A simple question like, "What's the right temperature to cook a roast?", may be very important to the father. There needs to be someone whom the father can feel comfortable in calling to ask questions. The single parent mother may need assistance in budgeting the family income or answers to questions about car repairs. In each case, the divorced parent needs some one to depend on for support.

Widowed parents may need the same support as divorced parents. They, also, need support in dealing with the loss of a loved one. Friends gather around the widow or widower to express sympathy and to offer whatever help they can during the period following the loss. The widow or widower needs help to deal with the new life style being faced. They will have to set up their lives as a single parent and need help in areas with which they are not familiar.

The unmarried mother, also, needs help and understanding. She must be assisted in making decision about her own future and that of the child. The unmarried mother needs the support of her parents or friends in order to combat the sense of feeling completely alone. She must learn to deal with her life as a parent and how she is accepted by others.

In any case, single parents may need ties outside of the home more than do married couples. These ties may be made either with very good friends or with counseling groups

where they can meet others that have or have had the same problems that they are now facing.

2. Social Life

When a person becomes a single parent the social roles into which the parent fits change. The way they are accepted in a social group depends how they became single parents. Are they divorced, widowed, or never married? Each has a different role in a social group.

Although divorced parents do not cease old friendships, often those relationships merely lose their importance. The single parent no longer fits in with the old social group of married friends. One man, divorced, observed:

> I've got some married friends and we see each other occasionally, but I don't think we can be that close. You are not friendly on the same terms. You don't talk about the same things. You're doing things that are very different from married people [Weiss, 1979].

At mixed gatherings, the newly divorced woman may feel she is seen as a threat by both husbands and wives. The wives see her as a threat if their husbands pay too much attention. The husbands may be afraid that the single woman will inspire their own wives to new independence. A newly divorced woman stated about social gathers:

> I have stayed close with a few of the friends I had when I was married. Others, all of a sudden you just don't fit into the picture any more. You can't associate with them as a single woman. I think the women don't want you there because they feel as if you might be after their husband. And I think the men don't want you going out with their wives because they feel as if you're going to lead them off the

> straight and narrow path and give them some ideas. They are scared you will lead the wife astray. [Weiss, 1979]

The widowed parent who continues to see primarily the same friends as before the death of the spouse is likely to feel less comfortable with them. One widower pointed out that:

> Friends have been very, very good to me, and they've included me in a lot of their functions and things, but always the fact that I am alone comes to mind. I find it very hard still when I'm out in a group of couples because it brings my oneness into perspective more than ever. There was a group that we were always very friendly with, and they invited me to some things, and I refused, and I think if you refuse too many times then they're not going to ask you again. But I still have some wonderful, wonderful friends, and if it wasn't for them I don't think I could have survived. [Weiss, 1979]

The women who are single before becoming mothers go through a different kind of change. Before parenthood they may have had neither responsibilities nor anyone else to care for but themselves. On becoming mothers, this changes. They now have someone else who is totally dependent on them for care. The unmarried mother may miss the spontaneity of activity. The mother may feel she can not accept spur-of-the moment invitations to go to a movie or to other places. She must first make arrangements for someone to care for the child, unless she plans to take the child along. When she starts to be unavilable to go out, old single friends find that they have nothing in common and drift apart. The following expressed one young mother's views:

> It's not that they're not around. I mean in an emergency I could call on any number of people. But I feel I'm imposing on them if I bring the baby along places that they invite me. No one I know has a child, and let's face it, what do they need an eighteen-month old kid along for when they're partying. No one's ever told me not to bring her, but no ones talked me into bringing her either, when I say I can't come because I don't have a sitter. [Klein, 1973]

No matter how the new single parents become one, there is a need to make new friends, and often a need to modify and change friendships. Until a community can be established, the single parent can feel very isolated. They no longer fit in with their old friends but haven't established new friendships yet.

How is the new community established? Some are friends from before the marriage. They may be old school friends. Or new relationships may be started with individuals who are parents of the children's friends, or neighbors, or people met through an organization like Parents Without Partners. Gradually these new relationships, together with those that remain from the marriage form the new community for the single parent.

C. CHILD CARE

As a working parent, there is a need for some type of child care during the working hours. In all cases, there are advantages and disadvantages involved. The working single parent must look at all of the choices available and make the choice that best fits the needs. The following

section will discuss the good and bad points of several choices available to working single parents.

The various forms of substitute child care include relatives who could look after children in either the relative's or the children's home, or a non-relative could come into the home, or a neighbor who could look after the children in the neighbor's home, or day care centers, or an after school program. Problems are associated with each of these choices: distant drives, high expense, or unproven reliability may be involved. In child care studies' findings suggest that many single parents reluctantly put up with their current arrangements for want of something better. The current arrangements, while less than satisfactory, may be the only arrangement that works for them because of working hours or cost [Nieva, Yedum, and Rieck, 1979].

There are some advantages to having relatives caring for the children in the child's own home. They are usually less expensive, the children know them and they will usually feel more comfortable, and the children are at home in familiar surroundings. There may be some disadvantages also involved. Relatives can be very troublesome for the parent. Relatives have a stake in the children and may compete for the role of parent with the child. This could cause hard feelings between parent and relative. Relatives may also prove unreliable. Since they are being paid very little (or even nothing), relatives may think little (or nothing) of calling

and saying that they can't make it for the day. The parent is left without someone to care for the children and must decide if they will stay home with the children or will find someone else to care for the children at a higher cost. If the single parent is using a non-relative or neighbor, the same problems can come up, causing many problems for both the parent and the employer.

Day Care Centers provide reliable care that is fairly free from some of the problems associated with relatives and non-relatives. In additon to being reliable, other children are at the centers and toys and equipment for recreation are available. Disadvantages are that the centers may not be conveniently located, and hours may not correspond to the working hours of the single parent. Another problem may be the cost. Most child care centers are expensive and may not be a viable choice for the single parent on a limited income. The quality of child care centers varies widely. Centers may be staffed either with people who are sensitive and attentive or with people who are impatient with children demands. Centers may care for too many children to be able to adequately respond to the needs of any one child.

In any case, choosing the correct arrangements for child care is very important to the single parent. If the parent is not happy and content with where and whom is caring for his or her children, this dissatisfaction may spill over into performance on the job.

D. CONCLUSION

The responsibilities of home and child care are shared by all parents. In the single parent family only one adult must manage all the different areas dealt with as a parent. Single parents must learn to deal with all aspects of home life and social life. In addition, the single parent may face other responsibilities depending on the type of job held. The next chapter will examine the concerns and responsibilities of the military single parent.

III. THE SINGLE PARENT WITHIN THE MILITARY

In addition to all the responsibilities associated with single parenthood in general society, the single parent within the military has some additional responsibilities and concerns which are uniquely a function of military life. One of the main areas under which these unique responsibilities and concerns fall is child care. The following areas will be looked at under the issue of child care: standing duty, sea duty and overseas deployment, and day care costs and availability. Other concerns face the military parent as well: relocations, overseas assignments, housing, and dependent care planning requirements.

A. CHILD CARE

One of the main concerns of parents if working outside of the home is the need for child care. In the military the single parents find themselves in many unique situations that are not experienced in the general public. The single parent who remains on active duty will be required to make arrangements to handle all situations so that there is no interference with military duties. The following sections will examine these areas in more detail.

1. Standing Duty

When a person enters the service certain tasks are included with the job. These tasks must be accomplished

for the successful completion of the job that the individual is assigned to fulfill. One of these tasks is to stand duty for a certain period of time beyond their normal work day. The amount of time could range between four and twenty-four hours. For a parent to stand duty only during the "normal working day" (say, 0730 to 1630) may not be a major problem. The "normal work day" would fit the schedules of most Day Care Centers or neighborhood babysitters.

A greater problem arises when the single parent must stand duty for twenty-four hours at a stretch or late into the evening. The children must be left in the care of some one from early one morning until the following morning or even until the following afternoon. Very few Child Care Centers remain open for twenty-four hours. Many states, California for one, have laws that require someone to be responsible for children at all times; children can not be left alone. For this reason, the single parent must look to friends and relatives for the care of children. If no one can be found, the service member may well feel more responsibility to caring for the child than to fulfilling duty obligations. The job suffers before the child in most cases. Even so, for some parents, frustration between the responsibilities to the job and to the children could be considerable. Because of this frustration, problems on the job can occur. Arriving late to work, leaving early, staying at home when children are sick, and needing more time off to manage

family matters are situations that could occur if adequate child care arrangements are not made.

Service members could be required to remain at their duty stations for periods up to 72 hours (as in an "alert"). The parent must be aware of this possibility and have a plan to handle the situation. One possible choice could be arrangements with the family of a co-worker. This insures that the child will be cared for during an alert period; and for the parent, peace of mind. At the present, the Army and the Air Force require formal Dependent Care Planning and such plans must be put in writing. On the plan is listed the name, address and phone number of an individual who will care for the child during duty hours and during alerts.

2. Deployments and Periods at Sea

The mission of the Navy is to keep the sea lanes open and maintain fleet readiness. In order that this be done ships go to sea and demonstrate the ability to accomplish individual missions. Furthermore, ships must be deployed to show other nations just how ready the fleet is. Going to sea is an unavoidable aspect of service in the Navy. Now women who join the Navy are included in this requirement. This means that some women will be required to serve at sea along side their male counterparts.

Periods at sea can last from hours to months. Single parents must find someone to care for their children during these periods of time, which are much different from the

normal 8 to 5 work day that most of the general public follows. The people who care for the children will be responsible for all aspects of child care, just as if the children were their own. In effect, what a single parent would be doing is turning their children over to someone else as parent for an extended interval.

Who can the single parent find to shoulder this responsibility? Few Child Care Centers will fit this need. Some boarding schools could be found for older children but could be expensive and located in another state. If so, travel to and from the school would be an added expense. This might work out for the older child but not for the pre-schooler. Consequently, the parents of pre-school children must look for other solutions.

About the only other choice open for the single parent would be to look once again to relatives. In some cases, regulations require that the service members going out-of-area sign over custody of their children to another adult. According to Kay Baker, of the Family Service Center, Fort Ord, California, this has caused problems when some single parents return and want their children back. The children have come to see the relatives as the "real" family after the parent left. Consequently, the children may not want to return to the military parent. However, no studies have been done to see how wide spread this may be. Another problem as stated by Kay Baker, is the case of the surrogate family

not wanting to let go of the children. In order for the parent to regain custody, a court order has been needed. Because of this situation single parents are unwilling to sign custody over to another adult in the future.

3. Costs and Facilities for Child Care

Child Care Centers that are located within the military bases vary in hours open and in cost. In looking at several on the west coast, the following hours and costs were found:

Table III-1

Typical Child Care Estimates

Large Naval Base

Hours		Cost
Monday-Thursday	0600-2200	Full Time Weekly
Friday	0600-0100	Small Babies $38
Saturday	0800-0100	Tiny Tots $33
Sunday	1200-1900	Temporary Care $.90 per hour

Large Army Base

Hours		Cost
Monday-Thursday	0630-1800	Full Time Weekly
Friday	0630-0100	$36
Saturday	1700-0100	Temporary Care $.80 for one
Sunday	Closed	$1.20 for two children per hour

Small Naval Base

Hours		Cost
Monday-Thursday	0745-1730	No Weekly Cost
Friday	0745-0130	Temporary Care $1.00 for one
Saturday	1700-0130	$1.40 for two children per hour
Sunday	Closed	If the child is there over lunch and eats it will cost $.75 more

Small Army Base

Hours		Cost
Monday	0645-1730	Full Time Weekly
Tuesday-Thursday	0730-1730	$36
Friday	0730-0100	Temporary Care $.80 for one
Saturday-Sunday	Closed	$1.20 for two children per hour

If working hours and duty hours fit, the Child Care Center may be used. Otherwise the single parent must go out into the community to find child care. The next concern is cost. The Centers located within the base will usually be less expensive than those off base. However, if the cost is still too much to pay, the parent has to settle on what might be less than quality care.

In an unpublished study done by the Advanced Resources Organization, Washington, D.C., one of the areas addressed was child care. Respondents to the study included 30 single parents, 24 females and 6 males. According to the demographic characteristics of the respondents to this study the typical single parent looked like this:

Table III-2

Profile of Single Parents

	Female	Male
Race	White	White
Age	26-30	36-40
Education Level	Some college	Completed high school with G.E.D.
Pay Grade (For Enlisted)	E-5	E-6
Rank (For Officers)	LT-LCDR	ENS-LTJG
Type of Duty	Surface force	Naval air
Current Fleet Assignment	Ashore in U.S.	Ashore in U.S.
Length of Time in Navy	0-5 years	16-20 years
Number of Times Married	Once	Once
Number of Children	1 or 2	2
Place of Residence	Off base,civilian	Off base,civilian
Marital Status	Divorced or separated	Divorced or separated
Family Income	$5,000-9,999	$10,000-14,999

[Nieva, Yedun, and Rieck, 1979]

This study has a very small sample size and because of this may not be reliable. However, the characteristics give a general idea of the single parent in the military.

The results of the study showed that the single parent depended upon relatives, friends and neighbors 78 percent of the time to care for pre-school children. Only 7.7 percent of the time was Day Care Center used for care. For care of school age children before and after school, single parents also depended mainly on friends and relatives. If the child's other parent was in the area, he or she would be expected to help with the care of the children. For care of school-age children during vacations, again friends and relatives were at the top of the list (with the child's other parent being used when possible). The care of the child when ill or when some other unexpected problem occurred was usually handled by either parent. The care of the children for prolonged periods of time once again pointed to friends and relatives for 55 percent of the time and to the child's other parent for 25 percent of the time [Nieva, Yedun and Rieck, 1979].

The results of this study show that military single parents are heavily dependent on relatives, friends, neighbors and the child's other parent for meeting child care needs. In other family types, the member's spouse carried the greatest share of child care responsibilities. This also reflects the idea of the traditional one-worker family that has been the norm in the military for a long time.

B. RELOCATION

To fulfill Navy requirements, the service member must be able to relocate where needed to best serve the needs of the Navy. In the single parent family a move from one area to another there is only one adult to make all the arrangements, including moving everything from the household effects to school records. The parent would require concurrent travel arrangements to the new area unless a relative can care for the children and escort the children to the parent after the parent has settled in at the new area. If the parent is transferred to an area where housing is hard to get or where the wait for government housing is long, another problem arises. Should the parent take the children along and hope for the best or look to others for temporary child care assistance? The family would have to live in te-porary housing, which means that the children could be moved several times before getting into permanent housing.

Once the family has arrived in the new area, time must be scheduled to enroll the children in school (for school-age children) or to find a babysitter (for pre-school age children). Both take time away from the job. The command must be aware of the time needed for the single parent to settle the family before the member can give full attention to their duties and work assignments.

C. OVERSEAS ASSIGNMENTS

At some point in the service member's career, a tour overseas could be expected as the result of normal rotation. YN1 Bishop, a 40 year old career Navy woman, found herself in this situation during 1979 in Japan:

> When I first got here it was like living in the middle of a whirlwind...I was completely disoriented. I found an intense need for people, more so than I ever did in the States. Since I was in a strange country and didn't know the customs or the language, I needed familiar faces about me [Martin, 1980].

The "familiar faces" were slow in coming, and to combat this YN1 Bishop went into the Japanese community for support and friendship. This worked very well for her and her son. Since arriving she had made friends with other service members but as a single parent her lifestyle is different from theirs, and they seem not to know how to approach that lifestyle.

The ways other single parents have learned to cope with overseas assignments have been to band together, possibly sharing a home or apartment. This allows them to work together to handle the problems of the household and child care with duty periods. A trade-off between the two parents allows each to handle both family and military responsibilities.

Another way parents may handle an overseas tour is to request that they not be given one. This way they never have to face the problems involved. The single parent may find the assignments of an unaccompanied tour overseas to be

emotionally very difficult unless they have someone they can rely on to care for the children. However, requests that they not be given such assignments could put other service members at a disadvantage in the area of overseas assignments. Just the same, if the single parent is going to be assigned overseas, assignment to bases that are large enough to find child care and the other support services is required.

If single parents are given an overseas assignment following the request not to be given one, the option opened to single parents is a humanitarian transfer and assignment to remain in the States. If they could once again be given an overseas assignment once that humanitarian period has been completed and they still feel that they can not handle it, their only option is to request a hardship discharge to be released from the service.

In an overseas assignment, unexpected alerts and the emergency evacuation of dependents could occur at any time. The single parent must plan for the eventuality. Questions of who will care for the child and take the child out of the area must be answered, and must be thought out before an alert. Once an alert is called, it is too late. A written plan needs to be on file with the service member's unit. If the member is away from the home base when an alert is called, the plan can still be put into effect. Some evidence indicates that many single parents have not given this much thought; some single parents state that in a time of crisis

they will be going home with their children [Landrum, 1979]. If this were to happen jobs would be left undone and possible holes left in defense lines. The single parents must be made aware that they will be required to remain at their duty stations.

Such planning is required by members of the Army and the Air Force through a Dependents Care Plan. This plan names the individuals who will be responsible for the evacuation of the child and who will care for the child until the return of the parent.

D. HOUSING

Navy housing regulations state that enlisted members with dependents, who are E-4 or above and have 2 or more years in the service are eligible for housing. The service member who has dependents but does not fall into this catagory must look for housing in the local community. Even if the member is eligible for housing the problem of the wait could cause problems. In high cost areas the wait for government housing can be as long as three years. Depending upon the geographic area, the money that would be required to pay for an apartment could be a large part of the budget. In many areas, rent for a one bedroom apartment runs from $150 to $250; for a two bedroom, from $200 to $300. Present allowances for quarters, with dependents, range from $160.80 for an E-1 to $228.30 for an E-6. In some cases this would allow for adequate

coverage of civilian housing if the service member took a smaller apartment; but in high cost areas, the allowance would not cover the rent. This could make it very hard for the single parent to meet financial obligations.

E. DIFFICULTIES OF THE SINGLE PARENT: A CASE ILLUSTRATION

In 1978, a third class petty officer had just returned from a period at sea, to his wife and his six-month old son. The marriage seemed to have been going great, but his wife shocks him by saying she wants to end the marriage. She can't take the life of a Navy wife or of a mother; besides, she has found someone else. She is leaving right away and not taking the baby. She doesn't want the baby and never did; so, he can keep his son. This leaves the petty officer with a small son to care for, but with no help and his ship is leaving for the western Pacific in one month. There are no relatives in the area with whom he can leave the child; he is completely on his own. The third class goes to his personnel office and learns about the humanitarian transfer so he can put his life in order. He applies for the transfer, which is granted to give him time to decide what to do. This leaves his ship short of boiler technicians for the deployment. The petty officer is reassigned to the Naval Station, San Diego for a period of six months.

The third class is a good worker and very responsible father to his son. At first, he finds a babysitter to care

for his son; but when that doesn't work out, he loses several days from the office while looking for someone else to care for his son. When he first checked the Child Care Center they had been full. It finally works out that his son will be accepted at the Center.

One day the petty officer doesn't show up for work. Much later he calls, saying that his son is ill and can't go to the Child Care Center, and he must remain home to care for him. There just isn't anyone else to call. The following day the same thing happens. The only way around letting him remain home without being put on report is to put him on leave. This is done, and he returns to work on the fourth day. His son returns to the Center. However, this happens at other points during the period he is at the Naval Station. After each of these sessions he is counseled as to what his responsibilities are to the Navy.

As part of his assignments, the petty officer stands duty at the office beyond the normal working day or on weekends, three times a month, which is another problem with his son and the child center. The Child Care Center is only opened until 2200 Monday through Thursday, until 0100 (the following morning) Friday and Saturday, and only from 1200 to 1900 Sunday. During duty the petty officer stands from 1600 to midnight during the week and from 0730 to 2300 on the weekend. Special arrangements must be made so the petty officer can go over to the Center and pick up his son bringing him

back to the office until he is off duty. This is possible in this situation because the petty officer stands duty in an office, but this would not be possible if it were shipboard duty.

At the end of the six month period, the third class petty officer made the decision that he could not both remain in the service and be a good father to his son. Because of this, he requests a hardship discharge, which is granted, and the petty officer left the Navy.

This case is illustrative of the problems faced by single parents in the military. If there had been appropriate resources available to this service member, he might have remained in the service and been able to effectively do his job and care for his son at the same time.

F. CONCLUSION

Military single parents have many responsibilities that are different from the general public. They must be available for duty periods, periods at sea away from home, and on call 24-hours a day. In order to handle responsibilities to both the family and the military there must be planning to cover all contingencies. How does the military view the single parent? Chapter four will examine various policies that are relevant to the single parent, to see how the military does view the single parent.

IV. POLICIES CONCERNING THE SINGLE PARENT

The branches of the armed forces have independently created policies to contend with single parents. In general, the policies recognize that the single parent must live with special problems; but, for the most part, no special consideration is granted. Furthermore, no comprehensive policy exists within any of the military branches. Unit commanders with single parent problems must usually establish policy on a case-by-case basis with little guidance. The following sections will look at the varies policies of the services.

A. ENLISTMENTS

The policies of all the branches of the services tend to discourage the entry of single parents into the military. The Army and Navy have specific prohibitions against single parents from joining enlisted rates. The Air Force permits single parent enlistments, but these occur by exception and only after dependent care arrangements are made in writing. The Army and Navy follow a similar plan for single parent officer appointments. The Air Force seems to have no obvious restriction for its officer appointments.

B. REENLISTMENT

In the area of reenlistments the Army and the Air Force require that the single parents be counseled and sign

statements that show that they have understood the responsibilities the service member has to duties and the plans that have been made for the care of dependents. The Army requires that this plan be approved by the unit commander. The soldier is given six months to arrange this plan, if after that time there isn't a plan in writing the individual will not be allowed to reenlist [Army Regulation 600-20]. In the Navy if applicants who are contributing to the financial support of an individual but do not have the custody of that individual they are eligible to reenlist. If there is some question as to who has custody of an individual the member must submit the paperwork to the Chief of Naval Personnel for a final decision [Navy Recruiting Manual-Enlisted Article Z-I-12]. For all three branches of the service there are no obvious regulations concerning the members in the officer ranks.

C. ASSIGNMENTS

In general, all members of the military are expected to be available at all times to perform a full range of military duties and assignments world-wide. The only restriction that would be placed would be on the women. There are still some jobs that are closed to the women but as the laws are changed and more jobs are opened to the women this will open a greater range of areas into which the women will be assigned. In the Navy the detailer will work with single parents if possible to assign them to areas that will fulfill their special

needs. However, preferential assignment policies regarding single parents would be discriminatory toward other members.

D. DISCHARGE

Each of the service branches have provisions for involuntarily separating members for poor military performance, and each have channels which permit members to request separation for reasons of hardship. Parenthood is specifically recognized as a potential agent for warranting involuntary separation in the Air Force and Army. Single parenthood is considered to be one reason whereby a sailor might request separation from the Navy. The specific regulations are: Air Force Regulations 39-10, paragraph 38z for enlisted, Air Force Regulation 36-3, paragraph 4 for officers; for the Army - Army Regulation 635-200, paragraph 5-34 for enlisted and Army Regulation 635-200, Chapter 6 for officers; the Navy uses Article 3850240 from the Bureau of Naval Personnel Manual.

E. OTHER POLICIES

1. Air Force Regulation 35-59

Air Force Regulation 35-59, dated 10 August 1979, outlines the policy on dependent care responsibilities as affecting the accomplishment of military duties. It gives guidance on dependent care planning and sets up procedures for counseling on the responsibilities. This policy clearly states what options the single parent has and the time that

will be allowed to permit the establishment of a child care program by newly assigned personnel. Once arrangements have been made, single parents are expected to participate equitably in all unit activities.

2. Dependent Care Planning

The Air Force and the Army require that single parents members develop a Dependent Care Plan. Air Force Regulations state that the service member "must take the initiative to use every military and civilian resource at his or her disposal to ensure that dependents receive adequate care, support, and supervision in a manner that is compatible with the member's military duties." The plans must deal with "all possible situations both short and long term, and must be sufficiently detailed and systematic to provide for a smooth turnover of responsibilities to another individual during the absence of the military sponsor." Once the plan has been completed the service member is required to sign a Statement of Understanding, which includes the names, addresses and phone numbers of individuals who will care for dependents in all situations. This is kept on file in the command's duty office and reviewed once a year to indicate that it is current and correct. The signature of the service member's commander is required stating that the commander has counseled and fully discussed dependent care responsibilities with each single parent. The commander must be satisfied with the service member's arrangements.

The Army's requirements have essentially the same guidelines as the Air Force. A dependent care counseling checklist that must be completed and signed is provided. The forms differ for officer and enlisted. The officers' form only requires counseling in 11 areas and designation of: 1) a responsible person who agrees to act as guardian of the dependents when the parent is deployed to a dependent travel is disapproved; 2) an escort to accompany dependents from an overseas area if evacuation becomes necessary; and 3) a responsible person who will assume control of dependents from the escort upon arrival. These individuals must be provided with powers of attorney to act in the parent's absence and with medical releases to authorize medical care for dependents. This form is signed only by the counselor and placed on file at the unit. The officer is not required to sign this form.

The enlisted form covers 13 areas and requires that a Statement of Counseling be signed by the member and placed on file. Also required is a Dependent Care Plan covering several different areas which range from duty hours to deployment overseas. Each of the different areas require the name and address of an individual designated to care for the dependents in each different circumstances. Also covered are powers of attorney and medical releases to the person designated to care for dependents. This is signed and remains on file.

These plans cover all possible situations in which parents may find themselves and must be updated when necessary. If a plan is not filed the parent could be separated from the service. Appendix A and B are copies of these regulations.

The Navy is the only one of the three services that does not require a written plan for dependent care. Presently this is left to the different units to handle as the situations arise. If a unit commander has a single parent within his unit, the commander must deal with any problems with very few guidelines. The only possible guidelines to follow would be found in the Bureau of Naval Personnel Manual which covers the area of adequate financial support of the family. If the single parent is a good worker many of the problems associated with being a single parent may be overlooked or a schedule worked out so they can carry out all duties of their jobs.

F. HOW SINGLE PARENTS COPE WITH POLICIES

It appears that, in most cases, single parenthood status is gained once the service member has been in the service, i.e., following training and initial assignment to a duty station. The way the policies are now written, if the single parent can not work out problems of fulfilling responsibilities to both the military and to the family, the only option available is for the service member to leave the service. Many male single parents will make the choice of either sending their children to relatives for care and remain on active

duty or request shore assignments. Female service members tend to keep their children with them, if at all possible, and will try to be both a good parent and do their jobs. If there isn't anyone that the single parent can send the child to live with, the single parent starts to request assignments that they feel can be handled. These would include shore assignments that would not require them to go to sea or avoiding assignments to remote areas where dependents are not allowed. The following three examples illustrate how single parents have handled their children and their assignemts.

Army Spec. 5 Carol King is stationed at Okinawa. Her job is basically a regular daylight shift with night duty once a month. When she stands duty she has someone to watch her son. She considers herself lucky, having an assignment that causes a minimum of disruption and that allows her to care for her child. If she had a tougher assignment, King admits she couldn't have coped and would have sent the child to live with his grandmother in the states [Gatty, 1979].

Another single parent wants to see the Army adopt a policy that would permit single parents to trade with other willing soldiers in order to avoid hardship tours, where dependents can't travel along. Unless that happens, this single parent will be getting out of the Army. She states:

> "I have no relatives to leave the kids with. I couldn't take a hardship tour. I'll be getting out." [Gatty, 1979]

CDR Hugo George, with more than 20 years in the Navy, decided to adopt a teenage son. However, by doing so, he had to request shore duty assignments. In this, CDR George has given up the chance for command at sea--something he says is "a grand job--there's no job in the world like it." But he feels that his sacrific is worth it. He states:

"My Navy career now is secondary in my mind." [Gatty, 1979] He adds he never would have become an adoptive father as an enlisted man; it just wouldn't have been possible. However, if he must leave the Navy, he will not regret his decision to adopt.

The military needs to recognize that some highly desirable and qualified personnel are going to be getting out of the service because they have become, or contemplate becoming, single parents and do not feel any understanding or support from the military. In the past, no studies have been conducted with single parents to see how they are coping with various policies, but as seen in these three examples they either cope or get out of the service. Single parents have been in the military for awhile but only until recently have there been sufficient numbers for them to worry the military. As society and the make-up of the military has changed, commanders have become aware of the number of single parents within their units specifically and in the military generally. The Air Force has already contracted for the first detailed study of the family within the Air Force, which was to have been

completed in January 1980. That study will be used as the basis for the Air Force-wide conference on the family, scheduled for 1981. It will provide guidance in establishing policies and providing resources for a family-oriented program. The Navy has also started a study on the family life of its personnel to be undertaken by the Family Research and Analysis Company. This study is to be completed in late 1980. These efforts reflect a greater interest in the study of military families and how families affect the military.

G. CONCLUSION

With the policies as they are now written the single parent may feel that they have few options open to them other than to either request shore assignments or to leave the military. How will this affect the manning levels of the military and the mission? If skilled technicians leave the military because they are single parents there must be someone to take their places. Those replacements will take time to train and in the interim, how will the job get done? Chapter five will look at the possible effects on force readiness and manning.

V. FORCE MANNING AND READINESS

> The demands as they relate to the military mission require that military members always be ready to meet the mission--along with the weapons systems and equipment. Readiness in the case of the military members requires that each person be mentally and physically fit; be disciplined; obedient and responsive to authority; to have attained technical expertise; and lastly be available at all times to command for performance of the mission [Landrum, 1979].

The following sections will look at the force readiness and manning levels in regard to the retention rates, the increase in the number of women coming into the military and how women will be utilized and finally how the different family models will affect force readiness.

A. RECRUITMENT AND RETENTION

As stated in the first chapter, the military has a present shortage of 39,000 officers and enlisted personnel according to one source [Kane, 1980]. In 1979 overall the services achieved only 85 percent of their recruiting goal for the April-June quarter, the third consecutive quarter in which all services failed to meet their objectives. The Navy fell 14 percent short of its recruiting goal. This figure could have been worse were it not for the fact that the Navy did very well in recruiting women--102 percent of the Navy's goal [Seapower, 1979].

Retention has been stated as the number one goal for the Navy. The ability to retain the qualified and trained

technicians needed to man the Navy of the 1980s will probably be one of the greatest challenges the U.S. Navy will have to face. The repercussions of the low retention rates are now being felt in the low manning levels in many fleet units, with certain ratings experiencing a critical shortage [Anderson, 1979]. Chief of Naval Operations Admiral T. Hayward has stated that:

> "My retention goal is to retain every good man and woman in the United States Navy." [Anderson, 1979]

As revealed by figures for retention during FY 1978 and FY 1979, this goal is not being met. Table V-3 shows the number of enlisted service members retained in FY 1978, what the goal was and how far they fell short. These figures are based on the number needed to man units. The shortage in retention has resulted in low manning levels in many fleet units.

Table V-3

FY 1978 Enlisted Retention Rates-Male

	First Term	Second Term	Third Term
Goal	20,438	14,458	11,320
Attainment	17,924	10,208	10,530
Short	2,514	4,251	790
% Goal	87.7%	70.6%	93.0%

[Anderson, 1979]

Further, these reenlistment shortfalls represent a trend. Looking at retention rates in Table V-4 for both officer and enlisted over a four year period it can be seen that the Navy has continually fallen short of the number of people it has needed to retain.

Table V-4

Retention Rates FY 1979

	Officer		Enlisted			
			First Term		Career	
	M	F	M	F	M	F
FY 76	34%	36%	31.6%	43.4%	74.9%	63.2%
FY 77	41%	40%	32.7%	33.1%	68.3%	53.6%
FY 78	40%	45%	34.7%	31.8%	63.8%	49.5%
FY 79	42%	42%	30.5%	25.0%	62.5%	49.9%

[Hazard, 1979]

There is also the cost of training to take into account. As stated by former Secretary of Defense Melvin Laird:

> Each year billions of dollars go down the drain when people leave the service. For example, the cost of training a pilot is in excess of $700,000 while an electronics technician costs almost $100,000 to train [Kane, 1980]

Money is invested in individuals after they join the military. If they decide to leave, that money is lost and more money must be spent to train recruits for replacements. With the low retention rates and the high cost of training replacements the Navy must be aware of those individuals, single parents included, who wish to remain on active duty.

The next section will look at the increased number of women coming into the service.

B. UTILIZATION OF WOMEN

Military mission readiness requirements demand a commitment of its members that goes beyond the eight to five job. Members must be available to fulfill the jobs required to maintain a high degree of readiness. With fewer numbers of 18 year old males available there will be an increased number of women entering the service to fill jobs that are vacant. Women are now also assigned to sea duty as their male counter parts and will serve in many of the same areas. Table V-5 shows that plans call for a significant increase in the number of women in the Navy through the year 1985. By the year 1985, there should be 53,770 women serving in the Navy. Table V-5 shows the breakdown between the officers and enlisted personnel.

Table V-5

Number of Women Within the Navy

Officer	FY-76	FY-80	FY-85
Unrestricted Line	1,147/3.1	1,919/5.3	2,910/7.0
Total Female Officers	3,544/5.5	4,730/7.4	5,860/8.8
Enlisted	19,194/4.2	30,786/6.7	45,000/9.4

Number/% of total inventory [Hazard, 1979]

Other significant developments include the several items concerning women to sea. In 1977 the Navy submitted to

Congress an amendment to change Public Law, 10 USC 6015, which had stated that women could not be assigned to duty in aircraft while such aircraft are engaged in combat missions or that they could not be assigned to duty on vessels of the Navy except hospital ships and Naval transports. The amendment was to allow permanent assignments of women to non-combatant ships and aircraft and to temporary duty to any ship not expected to have a combat mission during the period of assignment. To prepare for this change the development of a program to send women to sea was started. On 20 October 1978, 10 USC 6015 was amended allowing women to be assigned to ship board duty. With the passage of this amendment, the women on ships program was initiated 1 November 1978.

With women going to sea, new opportunities and jobs opened to women. Women officers now could enter the Surface Warfare (1110) and Special Operations (1140) communities previously open to men only. Five sea-going ratings were opened to enlisted women. In 1979, 53 female officers and 396 enlisted women were ordered to report for shipboard duties.

Also with the passage of the amendment, the way was opened for women to have an expanded opportunity as aviators. Opening the Naval flight officer community to women is planned during FY 1980. There is also the opportunity for the enlisted women to enter nine new specialized NEC's (Navy Enlisted Classification) within the aviation field.

Other opportunities include the opening of four nuclear ratings and the Limited Duty Officer program to enlisted women and the expanded utilization of female officers and enlisted women assigned outside the continental U.S. In FY 1979, 756 (16%) women officers and 10,467 (34%) enlisted women were assigned overseas. There are also plans to increase the utilization of enlisted women in non-traditional skills. At the present (1980), 6,465 (21%) enlisted women are filling non-traditional jobs. This is expected to increase to 14,850 (33%) enlisted women in non-traditional jobs in 1985 [Hazard, 1979]. From the above data, increased numbers and expanded utilization of women in the Navy will be expected for the next few years.

Table V-6 shows that an increase in the number of women coming into the Air Force is expected. By 1983, 81,300 women will be serving in the Air Force. This will make up 15 percent of the total manpower in the Air Force.

Table V-6

Women Within the Air Force

	FY-77	FY-79	FY-83
Officer	5,400/5.6	7,000/7.3	9,100/10.1
Enlisted	34,600/7.4	60,400/12.9	72,200/16.0
Total	40,000/7.0	67,400/12.0	81,300/15.0

Number/% of total inventory [Martin, 1977]

C. CHANGE IN POLICIES-PREGNANCY

With the change in regulations in regard to pregnancy in the last few years there has been an increase in the number of women who remain in the Service after giving birth. The Army has proposed to return to the old policy and discharge the pregnant service member, but this is very unlikely to happen. A more likely option may be the proposal of the signing of a letter of intent that would read:

> If I elect to remain on active duty. I understand that I must remain available for unrestricted service on a worldwide basis when directed and that I will be afforded no special consideration in duty assignments or duty stations based on my status as a parent. [Army Times, 1977]

The Army also requires that the enlisted member with less than three years of active duty with dependents will....

> ....be required to designate a person who would care for their dependents in the event of drawing an unaccompanied overseas assignment or during duty hours and field exercises. A person designated as a guardian if the soldier parent is deployed must be provided power of attorney and medical release. [Army Times, 1977]

The Navy has the policy at the present that the female service member can request to be released from her contract until the time of birth. In the very near future, this is expected to change. The modified pregnancy policy will require pregnant female members, except under extraordinary circumstances, to remain on active duty for the completion of obligated service. With this change the number of single parent among females will certainly increase.

D. FAMILY MODELS

Seventy-one percent of the Navy members are married, with married males comprising 68 percent and married females 3 percent of the total force. This comes out as 356,320 married males and 15,720 married female members out of a total force of 524,000 as of 30 September 1979 [Lerner, 1979]. Of those members who are married, 44 percent have dependent children. This comes to 163,697 married members who have dependents. Less than one percent of these families include a female Navy member. Forty percent of those married (with dependent children) have one dependent child; 34 percent, two children; 16 percent three children; 4 percent, four children; 1 percent, five or more children [Orther, 1980].

1. Traditional Family

The impact of the traditional family structure upon the support system and the mission readiness appears to be minimal because of the role played by the wife and the support system that is in place at the present. The wife in the traditional family takes the pressure from the mission and her husband by taking care of family matters, money matters, child care, moving, and relocation when necessary. She acts in the place of her husband when he is away on an assignment. This makes for a service man who is less worried about domestic problems and can devote all his energies to his job and to the Navy. The base support systems are present to help the family in a move but it is not there to take the

place of the wife. One example of how the wife works to help her husband can be found in the following statement:

> A woman never knows how much she can do until she actually has to do it. My husband was in Turkey and I couldn't join him for three months. There I was. I'd never had to do anything by myself. But I had to sell the car, decide what to put in storage, what to ship in hold baggage, what to send as household goods, take my son out of school, and get shot records, airline tickets, and reservations. In a way, I think it's kind of nice to have to do all that. [Newcomb, 1977].

This allows her husband to carry out his responsibilities without a great deal of worry about the family.

2. Non-traditional Family Models

As the make-up of the Navy has changed so have the families within the military. Emerging are five new family models the Navy must deal with. They are: 1) dual career military couples with no children; 2) dual career civilian-military couples with no children; 3) dual career military couples with children; 4) dual career civilian-military couples with children; and 5) the single parent family. Each of these models will have a variety of concerns and problems that must be dealt with to enable the service member to handle their responsibilities to the Navy and to their families. The one model that will be examined in greater detail will be the single parent family.

In an Air Force study conducted to find out the number of single parents, eight out of ten single parents were found to be male. This may not be surprising given

the high proportion of men in the service. Table V-7 shows the number of single parents in the Air Force in 1978 and 1979. This table shows that there has been an increase in single parents within the last two years by approximately 11 percent. In 1979 there were 6202 single parents within the Air Force.

Table V-7

Single Parents Within the Air Force

	1978	1979
Male	4212	4116
Female	1447	2086
Total	5659	6202

[Cochran, 1979]

There are about 7300 children that are dependent on single parents in the Air Force.

Navy computer-based records are not adequate to specify whether a member is a single parent with dependents living with them. Table V-8 is based upon primary dependency codes indicated on records of emergency data obtained from the Navy Finance Center, Cleveland. Table V-8 indicates that the male single parent within the Navy outnumber the female single parent by 10 to 1, more than twice the proportion as in the Air Force. At present, the 14,252 single parents make up approximately 2.7 percent of the total force.

Table V-8

Single Parents Within the Navy FY 1979

	Officer	Enlisted	Total
Male	1,076	11,855	12,931
Female	87	1,234	1,321
Total	1,163	13,089	14,252

[Dwyer, 1979]

The figures in Table V-8 include all single parents (widowed, divorced or never married) without clarification of whether the service member actually has custody of the children.

From a preliminary report now being prepared for the Navy, 78 percent of these single parents have one dependent child; 15 percent, two children; 5 percent, three children. Of the final 2 percent there is a indication of single parenthood but number of children is not provided. The marital status of the single parents is as follows: 2 percent widowed; 56 percent divorced; 21 percent separated; 29 percent never married [Orther, 1980].

In November 1978, a survey was conducted within the Army to determine the number of single parents with children living with them. Table V-9 shows the results of that study. Once again male single parents outnumber the female single parent, by 4 to 1. The 18,200 single parents make up 2.4 percent of the total force inventory within the Army.

Table V-9

Single Parents Within the Army as of November 1978

	Officer	Enlisted	Total
Male	1,000/1.1%	13,500/2.2%	14,500
Female	400/6.2%	3,300/6.6%	3,700
Total	1,400	16,800	18,2002.4%

Number/percent of total inventory [Massey, 1978]

There was another survey conducted during March of 1980. This should show if the numbers have increased and where the single parents are located.

As can be seen, single parents are members of the Air Force, Army and the Navy. At the present they make up approximately 38,000 members and the Air Force feels that this number could double in the next few years [Cochran, 1979].

E. THE FUTURE PICTURE OF SINGLE PARENTS

The Air Force is the only service that has figures for two consecutive years on the number of single parents. As previously stated there was an approximately 11 percent increase in the number of single parents over a one-year period. What would this mean in the year 1985 if this increase continued at the rate of 11 percent per year? For the Air Force it would mean that there would be approximately 11,597 single parents in 1985. Table V-10 shows how the number would increase. Also shown is how that number would be divided

between male and female single parents using the present ratio.

Table V-10

Predictions of Single Parents Within the Air Force

	1979	1980	1981	1985
Male	4116	4574	5074	7701
Female	2086	2313	2567	3896
Total	6202	6887	7641	11597

The Navy and the Army at the present have figures for only one year. If they each increased at the same rate per year as the Air Force has, the Navy would have 26,653 single parents and the Army would have 34,038 single parents by the year 1985. Table V-11 shows the number of male and female single parents of the Navy. Also shown is the number of male and female single parents in proportion to the present ratio for the Navy.

Table V-11

Predictions of Single Parents Within the Navy

	1979	1980	1981	1985
Male	12939	12348	15927	24175
Female	1321	1471	1632	2478
Total	14252	15819	17559	26653

Table V-12 shows how the Army would look in the year 1985. The break down for males and females single parents

is based on the present ratio of single parents.

Table V-12

Predictions for Single Parents Within the Army

	1979	1980	1981	1985
Male	14500	16101	17872	27129
Female	3711	4101	4552	6909
Total	18200	20202	22424	34038

With an increase of 11 percent per year for each of the services, it would mean that in 1985 there would be approximately 72,000 single parents within the Air Force, Army and Navy.

Looking at it from the point of view of the increase in women gives a slightly different picture. Presently the number of single mothers within the Navy is 5.5 percent of the female inventory. In 1985 is is planned to have 53,770 women serving within the Navy. Using the 5.5 percent and the 1985 number of women projections, there will be 2,957 single mothers which is comparable to the 2478 of Table V-11. The Army and Air Force plan on increasing the number of women above the level of the Navy so it could be assumed that there would also be an increase similar to the Navy.

In looking at the number of single parents it can be seen that the numbers are no longer insignificant for the future. As the divorce rates continue to increase, with a greater portion of fathers receiving custody of the children,

and the increase in the number of unmarried mothers, it can be assumed that there will be an impact upon the military.

F. CONCLUSION

Single parents are responsible individuals, many of whom want to remain in the Navy and still be a good parent to their children. The Navy will be losing a valuable resource if they are separated because they are single parents. They are skilled specialists and technicians who possess valuable knowledge and experience that would be expensive and difficult to replace. What is the future for the single parent within the Navy? With the low retention rates and Admiral T. Hayward's goal to retain every good man and woman in the United States Navy, single parents become an important, yet neglected, resource. Clearly, numbered among these good men and women are the single parents. They are skilled, experienced individuals who should be retained. A central question becomes: How can the Navy assist these individuals? The final chapter will offer recommendations for the Navy to assist the single parent.

VI. CONCLUSIONS AND RECOMMENDATIONS

A. CONCLUSIONS

What does this all mean? The services must be able to set the guidelines in terms of the conflicts of mission versus family responsibilities. At the same time, the people who enter the service and those already in the service, must consider their responsibilities and their career opportunities realistically. Many of the job areas that these personnel are entering will require time away from home and immediate availability 24 hours a day. These facts must be understood and accepted by these individuals and the branch of the military in which they serve.

Every individual must consider how he or she will divide their time between the military and their family life. There must be a give and take on both sides. How far is the military willing to bend to retain highly skilled personnel? The services today are having problems retaining current personnel and recruiting new personnel. Single parents may be one answer to this problem. With the economy changing and with more single parents and dual career couples in the service the concerns they have must be looked at and responded to retain these skilled individuals.

Marriage itself has been accepted within the military. The traditional family with male service member and dependent

wife and children has long been looked on as the norm. However, in todays military there are other non-traditional family models that are emerging: 1) dual career military couples with no children; 2) dual career civilian-military couples with no children; 3) dual career military couples with children; 4) dual career civilian-military couples with children; and 5) the single parent families. With the increase of dual career military couples there is also the possibility of an increase in divorces among these couples. If there are children involved in these divorces this would increase the number of single parents within the service if both parents decided to remain in the military. The military must take a realistic look at the numbers of these individuals and make a decision as to whether they are interested in retaining single parents and dealing with their concerns. If the military is not willing to deal with the concerns of these non-traditional family models, individuals must be aware of their options before a family is concerned. But if the military sees these individuals as a valuable manpower resource and wants to retain and use their talents certain issues must be considered.

B. RECOMMENDATIONS

1. Child Care Assistance

One of the main concerns of the single parent revolves around the issue of child care. With this problem solved the

service member will be more able to concern themselves with the jobs they are filling and decrease worry about their families during periods that they are on the job or away.

a) Look into the need for a 24-hour child care facility in the areas of a large military population. This center might be of use to other of the non-traditional family models as well as the single parent. Such a center can satisfy needs of the parent and the military concerning the demands of standing duty and other periods when the parent would be away from home. With the availability of 24 hour care the parent would be able to put their energy toward the demands of their jobs with few worries about the care of their children.

b) The possibility of some kind of "foster" parent program for deploying parents. The idea would be for families within the same unit acting as the family for the children of the parent who must leave for any length of time. In this way the children would remain within the 'ship's' family and would be involved in all activities of the crew's families. This hopefully would help make the children feel closer to the parent that is away and help the parent in knowing that the child is being cared for by a family.

c) If the program of "foster" parent among other crew member families would not be possible, a referrel service among other Navy families willing to take in children during a deployment period should be set up. If this

could be done so that the children remain within the same neighborhood, there would be little interruption of the childrens' life pattern. This could also be worked out for periods of time when the ship had to go to sea for shorter periods of time.

d) A referrel service either set up through the Family Service Centers or the availability of a list of individuals who will care for children on a daily basis if a Child Care Center is not available for the hours needed. Also for periods of time longer than 24 hours.

2. Navy Regulations and Policy

a) The Navy should undertake the project of clarifing its policies concerning the single parent. At the present there are regulations concerning the enlistment or reenlistment of an individual and the ways for the parent to leave the service but nothing in between those situations or options. There needs to be clear policy concerning counseling the single parent about their responsibilities to the Navy and to their families. If they are counseled and made to face their concerns they will be able to make the correct choice. These counseling sessions should result in a written plan for the care of the children during the working and duty periods of the parent.

b) Commanders should be made aware of the implications of increased incidence of military career couples with children and the single parent within the command. These

non-traditional families can have an impact on the readiness and deployment capabilities of the command. If the commander is aware of the numbers of single parents, the command and the potential implications, he/she will better be able to assist these individuals in making plans before problems arise.

3. Social and Emotional Support

There are support activities for the traditional family model, like wives clubs and so on. There may be a need for an organization aimed at the single parent, for example a chapter of "Parents Without Partners." This would give the single parent a support group made up of people who have some of the same problems that they have. There could be an exchange of information between individuals in this group and help with problems with which they have to deal. The military should take the lead and the responsibility in setting up meetings of this support activity in large military areas. This activity could be assisted through the Family Service Branch in each area.

4. Housing

Housing is of importance to the single parent. With the cost of housing rising there will be a greater need for the single parent to utilize military housing to help with the financial burden that they face with rearing a child alone. Housing regulations should be looked at to help with this cost.

C. UNDERSTANDING THE PROBLEM

In order to understand the problem of the single parent and to discover the true number of single parents within the Navy there needs to be a study conducted of single parents. The study should include all areas that are of concern to the single parent. The study should indicate where the single parents are located and in what areas they may have the greatest problems with in trying to meet duties to both the family and to the military. One other area that should be examined is what ratings the single parent fall into and the amount of special training that the single parent has had to see just what the Navy would be losing if they discharged all single parents.

The military, those in the military and those thinking about entering the military, must be aware of the responsibilities to the service and to families. There must be a joint effort in looking for and working out the solutions with both sides in mind. With the realization that the family and mission are competing for a member's time and commitment, there must come policy considerations that will alleviate the ensuing stress on the service member. The investment of training and skill development that the Navy has made in its single parents suggest that it may be well worth the time required to further explore ways in which the resource of talent residing among single parents can be continued to be used in the future.

APPENDIX A

DEPENDENT CARE COUNSELING CHECKLIST

(Officer Personnel)

GRADE	NAME (Last, First and MI)	SSN

Army directives require military personnel to be counseled regarding their responsibility to make arrangements for the care and welfare of their dependent(s) in the event they are required to perform duties that will preclude them from providing such care.

You are to be counseled regarding the following subjects:

_____1. The necessity of careful planning regarding care of dependent(s) without sacrificing your military responsibilities.

_____2. Services provided by the local Army Community Service regarding financial planning. See Chapter 4, AR 608-1.

_____3. Policies governing entitlements to assignment of government quarters. See Chapter 10, AR 210-50.

_____4. Provisions for applying for concurrent travel of dependent(s) when alerted for oversea movement. Approved joint domicile applications do not constitute authority to move dependent(s) to the oversea command at government expense. Application for dependent travel must be processed in accordance with AR 55-46.

_____5. The entitlement to government paid transportation of dependent(s) to next permanent duty station. See Chapter 9, AR 37-106, and Chapter 7, Volume 1, Joint Travel Regulations. Transportation allowance for dependent movement will be paid under the following conditions:

a. If traveling in a PCS status between CONUS permanent duty stations. (Dependents are not authorized to move to or from a TDY station at government expense.)

b. If traveling to, from, or between oversea duty stations in PCS status, provided tour length requirements have been satisfied and dependents have command approval to enter the command. See Section III, Chapter 1, AR 55-46, regarding tour length requirements to qualify for dependent movement at government expense.

_____6. Eligibility requirements for shipment of household goods to next permanent duty station at government expense. See Chapter 4, AR 55-71, and Chapter 8, Volume I, Joint Travel Regulations.

_____7. The status of "Individually Sponsored Dependents" in the oversea command. See Paragraph 1-17, AR 55-46.

_____8. Policies governing reassignment eligibility. All soldiers are expected to serve their fair share of CONUS and oversea tours. The needs of the service provide the primary basis for selecting a soldier for reassignment. See paragraph 1-4, AR 614-30 and Chapter 3, AR 614-101.

_____9. Policies governing deletion or deferment from assignment instructions because of personal reasons. See Chapter 3, AR 614-101 and Chapter 3, AR 614-30.

____10. Provisions authorizing separation in accordance with paragraph 3-58a and Chapter 5, AR 635-100; and chapter 4, AR 635-120.

____11. You must designate (as applicable) --

--a responsible person who agrees to act as guardian of your dependents in the event you are deployed to a dependent restricted area, deployed on short notice, or dependent travel is disapproved.

--an escort to accompany your dependent(s) from the oversea area if evacuation of dependents from the area becomes necessary.

--a responsible person who will assume control of dependent(s) from escort upon arrival at destination.

This (these) individual(s) must be provided with power of attorney to act in your absence. Additionally, you must provide this (these) individuals with medical releases to authorize medical care for your dependent(s).

_____
(Signature of Counselor)(Date)

DISTRIBUTION

1 copy MPRJ
1 copy individual
1 copy unit file

DEPENDENT CARE COUNSELING CHECKLIST

(Enlisted Personnel)

GRADE	NAME (Last, First and MI)	SSN

Privacy Act of 1974. Army directives require military personnel to be counseled regarding their responsibility to make arrangements for the care and welfare of their dependent(s) in the event they are required to perform duties that will preclude them from providing such care. During the course of this counseling you will be asked to provide certain personal information. The purpose for requesting this information is to assist you in planning to meet your responsibilities to your dependent(s) and to the military, and to determine if there is anything that the Army can do to assist you in meeting these responsibilities. You are not required to provide personal information. If you choose not to provide personal information, however, I may not be able to effectively assist you. No use of the information will be made outside of DOD. My authority for requesting this information is 10 USC 3012.

You are required to be counseled regarding the following subjects:

_____1. The necessity for careful planning regarding care of dependent(s) without sacrificing your military responsibilities. The following points must be considered:

a. Who will care for dependent(s) during duty hours, alerts, field duty, roster duty, and periods of TDY?

b. Is there adequate housing for your dependent(s) and is it accessible to your duty location?

c. Financial obligations that will accrue for such things as child care, housing, transportation, and emergency needs and how these obligations will be met.

_____2. Services provided by the local Army Community Services regarding financial planning. See Chapter 4, AR 608-1.

_____3. Policies governing entitlements to assignment of government quarters. See Chapter 10, AR 210-50.

_____4. Policies governing entitlement to Basic Allowance for Subsistance, application procedures, and payment. See Chapter 1, Part 3, AR 37-104-3, and Chapter 1, Part 3, DOD Military Pay and Allowances Entitlements Manual.

_____5. Provisions for applying for concurrent travel of dependent(s) when alerted for oversea movement. Approved joint domicile applications do not constitute authority to move dependent(s) to the oversea command at government expense. Application for dependent travel must be made in accordance with AR 55-46.

_____6. The entitlement to government paid transportation of dependent(s) to the next permanent duty station. See Chapter 9, AR 37-106 and Chapter 8, Volume 1, Joint Travel Regulations. Transportation allowances for dependent movement will be paid under the following conditions:

a. If traveling in a PCS status between CONUS permanent duty stations. (Dependents are not authorized to move to or from TDY stations at government expense.)

b. If traveling to, from, or between oversea duty stations in PCS status provided tour length requirements have been satisfied. See Section III, Chapter 1, AR 55-46, regarding tour length requirements to qualify for dependent movement to, from, or between oversea areas.

_____7. The status of "individually sponsored dependents" in the oversea command. See Paragraph 1-17, AR 55-46.

_____8. Eligibility requirements for shipment of household goods to next permanent duty station at government expense. See Chapter 4, AR 55-71 and Chapter 7, Volume 1, Joint Travel Regulations.

_____9. Policies governing reassignment eligibility. All soldiers are expected to serve their fair share of CONUS and oversea tours. The primary needs of the service provide the basis for selecting a soldier for reassignment. See Paragraph 1-4, AR 614-30 and Paragraph 1-4b, AR 614-200.

____10. Policies governing deletion or deferment from assignment instructions because of personal reasons. See Chapter 3, AR 614-30 and Chapter 3, AR 614-200.

____11. The content and requirements of the Dependent Care Plan and the time frames for processing the plan. The plan must be submitted early enough so that all commanders in the chain of command may review it and make final disposition

within 6 months of the date of counseling.

____12. The provisions of Paragraph 1-34c and 1-34d(14), AR 601-280 regarding bars to reenlistment for failure to provide an adequate Dependent Care Plan or for failure to properly manage family affairs.

____13. Provisions governing involuntary separation from service for inability to perform prescribed duties, repetitive absenteeism, or non-availability, when directed, for world-wide assignment or unit deployment because you cannot arrange for the care of dependent(s) during your absence. See Paragraph 5-34, AR 635-200.

_____
(Signature of Counselor) (Date)

STATEMENT OF COUNSELING

I affirm that I have been counseled on all items of the Dependent Counseling checklist and that I understand my responsibilities. I further understand that if I do not provide an adequate Dependent Care Plan I will be barred from reenlisting for further service.

_____
(Signature of Member) (Date)

DISTRIBUTION

1 copy MPRJ
1 copy indiv
1 copy unit file
1 copy approving authority

DEPENDENT CARE PLAN

1. I affirm that I have made arrangements and will maintain arrangements for the care of my dependent(s) under the following circumstances:

Duty hours Exercises
Alerts TDY
Other duty requirements beyond duty hours
(e.g., CQ and guard)

I understand that it is my responsibility to report for duty as required, without my dependents.

_____
(Initials)

2. Under the following circumstances the designated person(s) will care for my dependent(s).

If assigned overseas (unaccompanied or concurrent travel not authorized for dependents). See note 1

_____ _____
(Dependent(s) in care of) (Address)

If deployed overseas on short notice. See note 1.

_____ _____
(Dependent(s) in care of) (Address)

If evacuation becomes necessary, I have appointed an escort to accompany my dependents. See note 2

_____ _____
(Dependent(s) in care of) (Address)

If dependents are evacuated by escort, I have appointed a person to assume control after arrival at designation. See note 2

(Dependent(s) in care of) (Address)

3. I have provided power of attorney and medical release to each of the persons named in paragraph 2 above.

(Initials)

4. I understand that I am subject to deployment on short notice and that I will be guaranteed no special privileges based on my dependent(s).

(Initials)

5. I understand that nonavailability when directed for world-wide assignment and unit deployment may constitute grounds for separation from the service.

(Initials)

6. I understand that if these arrangements for the care of my dependents fail to work, this would not be a valid excuse for absence from prescribed duties, unit deployment, or reassignment.

(Initials)

7. I understand that it is my responsibility to revise this plan if circumstances change which require a change in dependent care arrangements, to revise or verify it yearly at a minimum, and to revise or verify it upon extension of enlistment or upon reassignment.

(Initials)

8. I understand that I may be subject to action pursuant to the Uniform Code of Military Justice if the facts reflected in this statement are not accurate.

(Initials)

(Signature of Member)

(For in-service couples only)

Statement of military spouse:

I have read my spouse's plan and concur. My Dependent Care Plan reflects the same arrangements for the care of our dependents.

_____ _____
(Typed Name of Spouse) (Signature of Spouse)

_____
(Social Security Number of Spouse

Statement(s) of designated guardian(s):

(The statements below may be signed by 4 different people or they may all be signed by the same person, as applicable.)

I have agreed to accept responsibility for the dependent(s) of _____if he/she is assigned overseas and cannot be accompanied by dependent(s).

_____
(Signature)

I have agreed to accept responsibility for the dependent(s) of _____if he/she is deployed overseas on short notice.

_____
(Signature)

I have agreed to accept responsibility for accompanying the dependent(s) of _____ as an escort, if evacuation from an oversea area becomes necessary.

_____
(Signature)

I have agreed to accept responsibility for the dependent(s) of _____ after they have arrived at their destination, if evacuation from an oversea area becomes necessary.

_____
(Signature)

Note 1: For those personnel already overseas complete these items. The next assignment may be to another oversea area.

Note 2: For personnel assigned in CONUS, enter NA. These items must be completed upon arrival in the oversea command.

DEPARTMENT OF THE AIR FORCE
Headquarters US Air Force
Washington DC 20330

AF REGULATION 35-59

10 August 1979

APPENDIX B

Military Personnel

DEPENDENT CARE RESPONSIBILITIES

This regulation outlines Air Force policy on dependent care responsibilities as they affect the accomplishment of military duties. It gives guidance on dependent care planning and sets up procedures for counseling on dependent care responsibilities. It also discusses single member parent and military couple dependent care responsibilities, and explains how deferments or exemptions may be obtained in unique dependent care situations.

This publication is affected by the Privacy Act of 1974. Each form that is subject to paragraph 30, AFR 12-35, and is required by this publication has incorporated in it a Privacy Act Statement.

Proposed supplements that affect any military personnel function performed at MAJCOM level or below are processed as prescribed in AFR 5-13.

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1. Relationship of Dependent Care to the Performance of Military Duties. The successful accomplishment of the Air Force mission is predicated on the availability of trained and motivated people. To achieve the force characteristic of responsiveness and flexibility, the Air Force must have people in the right place at the right time, unencumbered and ready to perform the jobs for which they have been trained. Unless they are specifically deferred or exempted by this or other directives, all members of the Air Force are expected to be available at all times to perform a full range of military duties and assignments.

a. Each Air Force member is responsible for making adequate dependent care arrangements in advance to ensure that he or she is available for a permanent change of station or assignment (PCS or PCA); a temporary tour of duty (TDY), to include a no-notice or short notice deployment; recall; alert; extended duty hours; shift work; or a similar military obligation.

b. Members accompanied by dependents serving in an oversea location which is covered by a noncombatant evacuation operation (NEO) plan must also make adequate arrangements in advance for the evacuation and care of their dependents. These arrangements must not interfere with the sponsor's obligation to remain in the theater and perform military duties.

c. While the Air Force will assist members with dependent care planning, personnel with dependents have the primary responsibility of ensuring that they can fulfill both their personal obligations to their dependents and their professional obligations to the Air Force.

2. Terms Explained:

a. **Single Member Sponsor.** An active duty member who has no spouse but who has "IN HOUSEHOLD" dependents as defined by AFM 30-130, volume I, chapter 10.

b. **Military Couple with Dependents.** Two active duty military members married to each other who between them have "IN HOUSEHOLD" dependents as defined by AFM 30-130, volume I, chapter 10.

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3. Dependent Care Planning. Advanced planning is the key to dependent care arrangements. Every Air Force member with dependents must take the initiative to use every military and civilian resource at his or her disposal to ensure that dependents receive adequate care, support, and supervision in a manner that is compatible with the member's military duties.

a. Dependent care plans must cover all possible situations, both short and long term, and must be sufficiently detailed and systematic to provide for a smooth, rapid turnover of responsibilities to another individual during the absence of the military sponsor.

b. Several civilian and military agencies are available to assist commanders, first sergeants, supervisors, and members in developing dependent care plans (for example, American Red Cross, Family Services, Personal Affairs, Legal Office, Accounting and Finance, Chaplain, Base Child Care Center).

4. Counseling on Dependent Care Responsibilities. Present and potential members of the Air Force must be informed of the Air Force's policy on the relationship between dependent care responsibilities and the accomplishment of military duties and obligations. Members and potential members of the Air Force will be counseled or briefed on the contents of this regulation as follows:

a. **Individual Counseling.** Individuals who are being processed for initial enlistment or accession (placement in an officer precommissioning training program) will be counseled before they obligate themselves to the Air Force.

(1) The counselor should make sure that the applicant fully realizes the demands of military service and the necessity for dependent care planning, in order to be available for a variety of possible duty assignments. If an individual cannot (or is not willing to) serve under established standards, valuable training costs are saved by not bringing the individual into the military service.

(2) Active and reserve organizations responsible for recruiting officer and enlisted personnel (for example, US Air Force Academy, AF Recruiting Service, AF ROTC, National Guard Bureau, AF Reserves) will issue instructions to field units to make sure that officer and airman candidates are counseled before they obligate themselves to the Air Force.

b. **Unit Briefing.** Annually, in the month of October, commanders will brief members of their units on the policies outlined in this regulation. A memo for record will be maintained in unit files to document the briefing.

c. **Mobility Briefing.** Personnel selected to fill mobility or alternate mobility positions will be briefed on dependent care responsibilities by the unit mobility officer or NCO, at the time their names are placed on the mobility roster.

(1) Each command or subordinate unit that has any type of mobility or deployment commitment will include this briefing item on its individual mobility checklist.

(2) Since some personnel who are not currently the mobility rosters may be selected and deployed on extremely short notice as substitutes for primary position holders, commanders of units with mobility taskings must stress advanced dependent care arrangements for all personnel.

5. Single Member Sponsors and Military Couples With Dependents:

a. Single member sponsors and military couples with dependents present a unique family situation; that is, a military member is the sole individual available and responsible for dependent care. There is no civilian spouse available to fulfill dependent care responsibilities during the absence of the military sponsor(s). Nevertheless, these parents and sponsors must be available to meet all military obligations. Military couples will make dependent care arrangements that allow both members to be available to meet all military duties and obligations (see paragraphs 6 and 7).

b. Any parent or sponsor who fails to make dependent care arrangements permitting a full range of military duties will be the subject of prompt command action (see paragraph 8 below).

c. Single member sponsors and military couples accompanied by dependents in an oversea location which are subject to NEO plans must make detailed arrangements for the evacuation of their dependents in the event NEO operations are put into effect.

(1) Military couples and single member sponsors are essential resources and will not be available to accompany their dependents out of theater during NEO operations. Suitable arrangements must be made for:

(a) A noncombatant to escort dependents to the designated evacuation area, and

(b) A responsible individual (for example, a relative or close friend) to care for dependents once they reach the evacuation area.

(2) Dependent care arrangements for NEO operations must be detailed and comprehensive, taking into account all possible short and long range needs of the dislocated dependent. A firm commitment for acceptance of escort and temporary custody must be obtained from the individuals on whom the plan relies.

6. Statement of Understanding:

a. Unit commanders will establish procedures to identify single member sponsors and military couples with dependents as they in-process through the unit orderly room.

b. Within 15 days of arrival in the unit, the commander or first sergeant will counsel single member sponsors and military couples with dependents on their dependent care responsibilities. At the time of counseling, each member will be given a copy of the Statement of Understanding (see attachment 1).

c. Each single member sponsor and military couple with dependents will complete the Statement of Understanding and return it to the commander within 45 days of

arrival in the unit. The completed Statement of Understanding will be filed in the unit orderly room and will be removed only when a member no longer falls in the single member sponsor or military couple with dependent category.

d. The Chief, Customer Assistance Section (DPMA), at each CBPO will make sure that procedures are set up in the CBPO work unit that completes the DD Form 93, Record of Emergency Data (including mobility processing units), to identify, and refer to the unit commander, every member who has recently become a single member sponsor or become part of a military couple who has recently acquired one or more dependents. (Paragraphs b and c above apply to these individuals after they have been referred to the commander.)

7. Audit Procedures for Statement of Understanding:

a. At a minimum, unit commanders will conduct an annual audit in the month of September of all Statements of Understanding on file in the unit orderly room.

(1) To facilitate the audit, CBPO/PSM will provide each unit an automated listing of assigned single member sponsors and military couples with dependents.

(2) If errors are detected on the roster, they will be brought to the attention of CBPO Customer Service (DPMAC).

b. The commander or first sergeant will:

(1) If the member's signed Statement of Understanding is on file in the orderly room, have the member initial and date the Statement, indicating that it is current and correct.

(2) If the member's signed Statement of Understanding is not on file, or if the Statement is not current, have the member execute and submit the statement within 14 calendar days.

8. Remedial Action. Commanders and supervisors should establish duty schedules or unit procedures that are equitable for all members. Inequitable or inconsistent scheduling to accomodate dependent care arrangements is disruptive to unit morale and also counterproductive.

a. Commanders and supervisors should not make modifications on a long-term or permanent basis to accomodate (or "work around") unique dependent care arrangements of selected members.

b. Commanders will take prompt command action with personnel whose continued failure to fulfill dependent care responsibilities, despite counseling and assistance, interferes with performing their military obligations (AFRs 39-10, 36-3, and 35-32). Actions under the Uniform Code of Military Justice may be appropriate in some cases, for example, where there is a failure to repair; failure to obey a lawful order, or an AWOL.

9. Deferments and Exemptions:

a. Unless specifically deferred or exempted by this or other directives, every Air Force member is expected to be available at all times to perform a full range of military duties and assignments.

b. Short-term (not to exceed 30 days) temporary accommodations to duty requirements may be allowed to permit the establishment of a child care program by newly assigned single member sponsors or military couples or those that recently became such as a result of a newly acquired dependent. Thereafter, single member sponsors and both members of a military couple are expected to participate equitably in all unit activities (for example, recalls, shift work, alerts, exercises, and deployments).

c. Members who have recently acquired sole and complete custody, care, and control of their children because of the recent death of a spouse, or under the terms of a divorce or legal separation, are eligible to apply for humanitarian reassignment or deferment under AFRs 36-20 or 39-11.

d. Post-delivery deferment:

(1) Female members of the Air Force who become pregnant and who intend to maintain the child in their household will be deferred for a period of:

(a) Twelve months from the actual date of birth, from reassignment to an oversea location where the all-others tour length is less than 15 months or where accompanied by dependents tours are not authorized (see AFR 36-20, table 4-1).

(b) Six months from the actual date of birth, from involuntary TDY, and placement on mobility rosters.

(2) This policy recognizes the unique physiological and psychological aspects of the mother-child relationship and affords dependent care arrangements that will support the availability requirements of an Air Force career. However, the deferment for female members is subject to the following criteria or conditions:

(a) The child for whom the deferment was originally granted must remain in the mother's custody and household during the period of deferment. For example, if the mother gives the child up for adoption or loses custody rights, the deferment will end immediately. In the case of the death of the child, the female member will be counseled on humanitarian deferment policy, and the deferment will end. In all cases, it is the member's responsibility to inform CBPO/DPMU whenever she no longer meets deferment criteria.

(b) The female member may request in writing that the deferment not be placed into effect, or may request release from the deferment at any point during the deferment period. The request must be sent through the unit commander to CBPO/DPMU and will be filed in the member's field personnel record until the deferment would have expired normally. Once it has been refused or removed, the deferment will be established or reinstated only in cases of extreme hardship as approved by the base director of personnel. In all cases, the deferment will run no longer than 12 months from the date of birth.

(c) Members serving under the deferment will be selected for CONUS tours and for overseas tours not specified above. Members on deferment will be available to perform a full range of unit duties and assignments (for example, shift work, recall, alert, extended duty hours,

etc.). They will also be allowed to perform any TDY for which they volunteer and are selected.

e. The post-delivery deferment will be implemented as follows:

(1) At the time that assignment availability code (AAC) 81 (pregnancy) is entered in the Personnel Data System (PDS), the assignment limitation code (ALC) "A" will also be placed in the PDS with an expiration date 12 months from the expected date of birth.

(2) In conjunction with the expiration of AAC 81, CBPO/DPMUO receives two transaction register (TR) notices. The first TR notice identifies AACs that will expire within the next month; the second TR notice identifies AACs that have just expired.

(a) Upon receipt of the first TR notice, CBPO/DPMUO will coordinate with CBPO/DPMAR and the member, as necessary, to determine the exact date that the female member gave birth and adjust the expiration date for ALC "A" accordingly.

(b) If the member has not given birth at the time of the first TR notice, CBPO/DPMUO will suspense the action to recoordinate with CBPO/DPMAR, and will adjust the expiration date for ALC "A" at the time of the second TR notice.

BY ORDER OF THE SECRETARY OF THE AIR FORCE

LEW ALLEN, JR., General, USAF
Chief of Staff

OFFICIAL

VAN L. CRAWFORD, JR., Colonel, USAF
Director of Administration

STATEMENT OF UNDERSTANDING

I have been counseled on, and fully understand, Air Force policy on dependent care responsibilities as it pertains to the performance of military duties. I have read and understand AFR 35-59, Dependent Care Responsibilities. I understand it is my responsibility to make dependent care arrangements that will allow me to meet all military duties and obligations, to include temporary duty (TDY) and permanent change of station (PCS), and that it is my responsibility to report for duty as required, without my dependents. I further understand that when serving in an oversea area covered by a noncombatant evacuation operations (NEO) plan, it is my responsibility to arrange for the escort and care of my dependents during and after evacuation since I will be required to remain in place and perform my military duties. The following information should be used to provide assistance for my dependents should NEO plans be placed in effect, or should I be deployed on a no-notice or short-notice basis.

a. (For areas covered by NEO plans): The following civilian noncombatant will escort and care for my dependents during NEO evacuation:

_____ _____

Name Telephone

_____

Address

If evacuation is to a non-CONUS location, the above individual will continue to care for my dependents until care is assumed by my representative in the CONUS. I have made all necessary arrangements (legal, educational, monetary, religious, etc.) to effect a smooth, rapid turnover of dependent care responsibilities.

b. (For areas covered by NEO plans): If NEO plans are put into effect, the following individual will assume responsibility for care of my dependents once they have arrived in the CONUS.

_____ _____

Name Telephone

_____

Address

I have made all necessary arrangements (legal, educational, monetary, religious, etc.) to effect the smooth, rapid turnover of dependent care responsibilities.

c. The following individual(s) will assume responsibility for the care of my dependent(s) should I be deployed on a no-notice or short-notice basis:

_____ _____

Name Telephone

_____

Address

I have made all necessary arrangements (legal, educational, monetary, religious, etc.) to effect a smooth, rapid turnover of dependent care responsibilities.

d. Remarks (use to list any additional names, addresses, or telephone numbers on which back-up arrangements exist):

(Signature) _____ (Date) _____

(Typed or printed name, grade, and SSAN)

Commander Certification:

I have counseled and fully discussed dependent care responsibilities with the above individual. I have reviewed this Statement of Understanding and I am satisifed that the member has made adequate dependent care arrangements that will allow for a full range of duties and assignments.

_____ _____

(Signature of Commander or First Sergeant) (Date)

AUTHORITY: 10 U.S.C. 8012 and E.O. 9397, 22 November 1943.

PURPOSE: To emphasize dependent care responsibilities and to list persons who will care for dependents in the member's absence.

ROUTINE USES: Used by members to acknowledge understanding of Air Force policy concerning dependent care responsibilities and to list person(s) who will provide dependent care in the member's absence. Use of the SSAN is necessary to make positive identification of the individual and records.

DISCLOSURE IS VOLUNTARY: Failure to provde the SSAN would make it difficult to identify the member and records when processing and filing the statement of understanding.

PRIVACY ACT STATEMENT: Statement of Understanding (AFR 35-59).

*NOTE: This format will be prepared by typewriter only and will not be assigned a form number.

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